

PROGRAM FOR CITIZEN SAFETY: CRIME AND VIOLENCE PREVENTION

(UR-0118)

EXECUTIVE SUMMARY

BORROWER AND GUARANTOR: Eastern Republic of Uruguay

EXECUTING AGENCY: Ministry of the Interior

AMOUNT AND SOURCE:

IDB (OC):	US\$17.5 million	70%
Local counterpart funding:	US\$ 7.5 million	30%
Total:	US\$25.0 million	100%

FINANCIAL TERMS AND CONDITIONS:

Amortization period:	20 years
Grace period:	5 years
Disbursement period:	4.5 years
Interest rate:	variable
Inspection and supervision:	1%
Credit fee:	0.75%
Currency:	United States dollar under the Single Currency Facility

OBJECTIVES: The overall objective of the program is to prevent and deal with interpersonal violence and to reduce the perception of insecurity in Uruguay. To accomplish this goal, the program will build up institutional capacity and spur the active participation of civil society and community organizations, particularly those that are youth-oriented.

DESCRIPTION: The program will be divided into three subprograms: (i) building up institutional capacity, (ii) young people as agents of prevention, and (iii) community-based prevention initiatives, as described below:

1. Subprogram A: Building up institutional capacity (US\$6,439,000)

This subprogram will establish an institutional base from which to expand capacity to design and implement policies and programs concerned with crime and violence, as part of a multisector strategy that would bring civil society organizations into the process. It will afford technical assistance for the institutional development of bodies in the following areas: (i) Dirección Nacional de Prevención del Delito [National Department of Crime Prevention] (DNPd) and other key agencies, (ii) prevention policing, and (iii) domestic violence prevention and assistance.
2. Subprogram B: Young people as prevention agents (US\$14,157,000)

This subprogram seeks to lay the groundwork for developing a sound culture of violence prevention,

recognizing that early intervention through preventive activities is more cost-effective and produces a greater impact. Financing will be provided for preventive activities in and outside of education centers that are directed at children and young people up to 29 years of age, as well as the rehabilitation of young offenders between the ages of 18 and 29, through the development of a new model of services for this target group. The subprogram will consist of two components: (i) **Young people in high-risk areas**, to include training and instruction for teachers at the preschool level and of primary and secondary schools in areas considered to be socially high risk, and the strengthening of existing programs in the country that target young people at risk of becoming delinquents, and (ii) **Centro Nacional de Rehabilitación Juvenil [National Juvenile Rehabilitation Center]** (CNRJ), in which an unused psychiatric hospital will be converted into a half-way house and a model will be designed for services for the inmate population to make it easier for offenders to reintegrate effectively into society.

3. Subprogram C: Community crime prevention initiatives (US\$1,316,000)

This subprogram will encourage civil society to become actively involved in crime and violence prevention, with a focus on areas in which the incidence of conflict and social risk is highest. It will set up: (i) **two Pilot Prevention Centers (PPC)**, that will serve as testing grounds for crime prevention strategies, working closely with public and private services at the local level; and (ii) **Fund for local crime prevention activities**, that will finance, with funds awarded by competition, the promotion, development, and implementation of local strategies proposed by communities for crime and violence prevention.

**THE BANK'S
COUNTRY AND
SECTOR STRATEGY:**

The present program would advance the Bank's strategy insofar as it seeks to preclude a deterioration in the human capital base and to reinforce sustainable socioeconomic development by lowering specific social risk factors that have been shown to cause violent behavior and increase the incidence of crime. By promoting community-based initiatives, and the strengthening and mutual coordination of neighborhood associations, the program will also help mobilize civil society.

As a timely response to the new challenges facing the Uruguayan government, this project will be one of the first of its type to be considered by the Bank. Also, given the importance that the incidence of crime and violence has taken on in the region, the Bank has been actively broaching this subject, sponsoring conferences and seminars with international experts to stimulate public dialogue and the development of appropriate strategies.

**ENVIRONMENTAL
SUMMARY:**

The program will not cause any adverse environmental effects and therefore no special analysis was requested (see paragraph 4.20).

BENEFITS:

Establishing a sound prevention network that involves the State and civil society would help to control and in time substantially reduce violence and crime in the country. This benefit would instill greater social harmony in the country and significantly lower the social and economic costs associated with urban and domestic violence and crime.

RISKS:

Limited experience of the DNPd. The DNPd, which would be in charge of ensuring the continuity of the actions supported under program, is a relatively new department within the Ministry of the Interior, handling a nontraditional area in which it has not had any experience with projects of this scope. To meet this challenge, the program will: (i) provide technical strengthening for the DNPd's administrative and coordinating capacities to supplement the training in procurement and development project management financed under the Project Preparation Facility; and (ii) have a sound system of monitoring and follow-up for the operation, including the use of annual operating plans.

Efficient workings of the CNRJ in the future. Given the concern that now exists in Uruguayan society over the incidence of recidivism, the judicial authorities have been reluctant to authorize the temporary release of offenders, even in the case of those who are fully eligible for this privilege. This concern could therefore translate into underutilization of the Center in the short run. This risk will be minimized through an aggressive campaign to sensitize public officials at levels to the program as a whole, with information on its effects, objectives, and expected results. Fully implementing the program will contribute to a growing perception of greater security amongst the population. At the same time, having a program that functions within the CNRJ that may contribute to more effective reintegration by the target group will have a favorable demonstration effect that motivates actors in the administrative, judicial, and law enforcement systems to make full use of it.

**SPECIAL
CONTRACTUAL
CONDITIONS:**

Conditions precedent to the first disbursement

- a. Evidence that the Coordination Unit (CU) is functioning with the necessary resources (see paragraph 3.5).
- b. Entry into force of the Operating Regulations previously agreed on with the Bank (see paragraph 3.7).
- c. Submission of the annual operating plan (AOP) for year one of the program (see paragraph 3.10).

Other contractual conditions

- a. As a condition precedent to the first disbursement of the CNRJ component, submission of detailed design for the civil works (see paragraph 3.10).

- b. Within six months of the effective date of the contract, the executing agency shall submit to the Bank the approved regulations for the DNPDP to include the activities envisaged in the Operating Regulations (see paragraph 3.3).
- c. Within 60 days of the close of each calendar year, the executing agency shall submit to the Bank the AOP for the following year, together with an analysis of the quantitative and qualitative results of the present year (see paragraph 3.10).
- d. For at least five years after the date of the final disbursement, the executing agency shall submit to the Bank each year the information on the impact indicators described in the logical framework (see paragraph 3.26).

**POVERTY TARGETING
AND SOCIAL
CLASSIFICATION:**

The program is not geared specifically to poverty reduction, and as such cannot be classified as poverty targeted in accordance with paragraph 2.15 of the Eighth Replenishment document (AB-1704). However, many of the prevention activities it entails will help to reduce the levels of exclusion and poverty. For instance, training in basic skills, in preparation for the working world, and in nonviolent dispute settlement techniques will contribute to the integration into society of young people at risk as well as offenders who generally come from low-income homes. Hence, the activities to prevent domestic violence and to assist its victims will benefit poor households proportionately (see paragraph 4.16).

Since the program will have a favorable impact in terms of improving the quality of life of the population, it can be considered as contributing to social equity as specified in paragraph 2.13 of the Eighth Replenishment document (paragraph 4.17).

**EXCEPTIONS TO
BANK POLICY:**

See following section "Procurement of Goods and Services".

**PROCUREMENT OF
GOODS AND
SERVICES:**

It is recommended that international competitive bidding be used for procurement valued at more than US\$2 million in the case of construction works and US\$250,000 in the case of goods. To speed up program execution, the Bank will supervise the process by means of ex post spot checks in the case of consulting services contracts valued at less than US\$50,000 for individual consultants and US\$100,000 for consulting firms and in the case of the procurement of goods for contracts valued at less than US\$50,000 (see paragraphs 3.15, 3.16, and 3.17).

As an exception to the competitive procedure for the hiring of consultants, it is recommended that the United Nations Development Programme (UNDP) be hired directly to administer the awarding of consulting services contracts for the present operation. The UNDP will arrange for all contracting of consultants or any other necessary activities, in accordance with Bank procedures. This exception conforms to the

provisions of section GS-403 of the Procurement Manual (see paragraph 3.18).